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ABSTRACT

Parents and community members can become involved with schools in at least three ways: (1) direct involvement in an advisory capacity through school advisory councils, various parent organizations, or as individuals through involvement and shared decision making in School/Community-Based Management (S/C-BM); (2) hands-on involvement in school activities helping the staff and faculty in the office, library or classroom; and (3) resource persons who have expertise in areas of instruction, or special talents or skills by serving in classrooms, offices, libraries, shops, and on the athletic field. Hawaii schools are under a mandate by the state legislature to adopt S/C-BM eventually. Three major events are occurring in Hawaii related to the decentralization; that is, the school-community-based management of the school system. First the Department of Education is being restructured to make it a two-tier rather than a three-tier organization by eliminating the district intermediate level. Second, a governance study is under way with a format to accommodate the restructuring of the education system. And finally, schools are being empowered to allow more principals, teachers, students, parents, and community members to make decisions. (Contains 12 references.) (DFR)

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HSLA Monograph

# The School-Community Interface

## A Practitioner's Approach to Launching School/Community-Based Management

BY DR. MOSS IKEDA

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# The School-Community Interface

## A Practitioner's Approach to Launching School/Community-Based Management

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# About the Author

Dr. Moss Ikeda, author of this monograph, is an administrator in the central office of the Hawaii Department of Education. He is also a consultant to Hawaii public schools in School/Community-Based Management, Hawaii's version of site-based management.

Former classroom teacher in an inner-city school and vice principal as well as principal of intermediate and high schools, Dr. Ikeda introduces a practitioner's perspective and skills into a complex undertaking, that of inducting a school into site-based management. Two schools are featured: Hanalei Elementary School (Kauai) and Ka'elepulu Elementary School (Oahu).

This monograph draws its content from a paper that Dr. Ikeda presented at the 12th Regional Southeast Asia and Pacific Region Educational Administrators' and Managers' Symposium, November 15-29, 1991, in the Cook Islands.

# Foreword

My association with school-community interface goes back to my days as a school administrator working with the community, both parents and the larger community, to help the school identify its interests, needs, strengths and areas in need of improvement.

My belief has always been that parents and members from the broader community can become involved with the school in at least three ways:

1. **DIRECT INVOLVEMENT:** Parents and community members can become involved with the school through direct involvement in an advisory capacity through school advisory councils, various parent organizations or as individuals. More recently, with the advent of S/C-BM, they can become directly involved in shared decision-making, along with assuming responsibility and accountability for the decisions.

2. **HANDS-ON:** Parents and community members may become involved with "hands-on" activities at the school. They may help the staff and faculty in the office, library or classroom. There are many hands-on chores which need to be done that when performed by volunteers could relieve staff and faculty of the more mundane, routine functions so that they may concentrate on their primary roles of school operations or teaching.

3. **RESOURCE PERSON:** Parents and community members who have expertise in areas of instruction in the school, or special talents or skills that are needed by the school could do a great service by serving as resource persons. Resource persons could serve in the classrooms, offices, library, shops, on the athletic field, or even provide expert services from their homes or offices.

# School/Community-Based Management (S/C-BM)

The theme, **THE SCHOOL-COMMUNITY INTERFACE,** emphasizes a cooperative approach to education development.

Hawaii schools are under a mandate by the State Legislature to eventually adopt S/C-BM. Seventy-six out of the 232 regular education public schools in Hawaii have submitted Letters of Intent, indicating that all segments of their school community have agreed to pursue the establishment of S/C-BM at their school. Out of those who have submitted their Letters of Intent, only fourteen have advanced to the stage of submitting their Proposal to Implement to fully adopt the system. I call it a system, since it is not really a program or a project.

Three major events are occurring in Hawaii related to the decentralization of the school system:

1. **RESTRUCTURING:** The restructuring of the Department of Education (DOE) hierarchy to make it a two-tier rather than a three-tier organization by eliminating the intermediate level (the district) and moving toward a regional organization. The existing district staff and much of the state level staff will be deployed to the schools and their regions.

2. **GOVERNANCE:** A governance study is being conducted and a format will be developed to accommodate the restructuring of the education system at the department level and to support S/C-BM at the school level.

3. **SCHOOL/COMMUNITY-BASED MANAGEMENT:**
Schools are being empowered to make more decisions, the idea being that decisions made closest to the point of implementation are the most effective. All segments, or role groups in the school community, i.e., principal, teachers, support staff, students, parents and community members, are required to be part of the shared decision-making body of the school.

# The Establishment of S/C-BM in Hawaii

The movement toward S/C-BM in Hawaii started back in December 1988 when Superintendent of Education Charles Toguchi and key members of his staff visited Dade County Public Schools in Florida to study their school-based management system. (The word "community" was added to Hawaii's system to emphasize the importance of the community component.)

In January 1989, Hawaii's Governor Waihee set the tone for educational reform in his State of the State Address to the Legislature. He specifically cited S/C-BM and urged the Legislature to enact legislation to make Hawaii's education system "second to none."

The 1989 State Legislature passed Senate Bill 1870 which enabled S/C-BM to become a reality. The Bill became law through Hawaii Revised Statutes (HRS), Chapter 296C.

Enabling legislation and Board of Education action led to the organization of an S/C-BM Task Force made up of a wide cross section of the community. S/C-BM is currently being implemented with this set of beliefs:

- S/C-BM will involve major changes in the way Hawaii's school system is run.
- Organizational flexibility and empowering school level decision makers are key factors.
- Schools are the basic units of change.
- Traditional roles and relationships of educational providers will change.

- Change is generally more effective when decisions are made closest to the point of implementation.
- Persons affected by decisions perform best when they feel ownership and responsibility through shared decision-making.
- Members of a school's community possess the expertise and competence to decide what is best for their school.
- Responsibility for decisions made collectively requires accountability for results.

# The Six Role Groups

1. **PRINCIPAL:** The principal is considered as one of the six role groups and may be assisted by a vice principal(s). Basically, this is the ADMINISTRATOR group.

2. **TEACHERS:** Teachers are considered full partners in the shared decision-making process and will be fully represented on the council organization. Among the teachers must be a teachers' union representative.

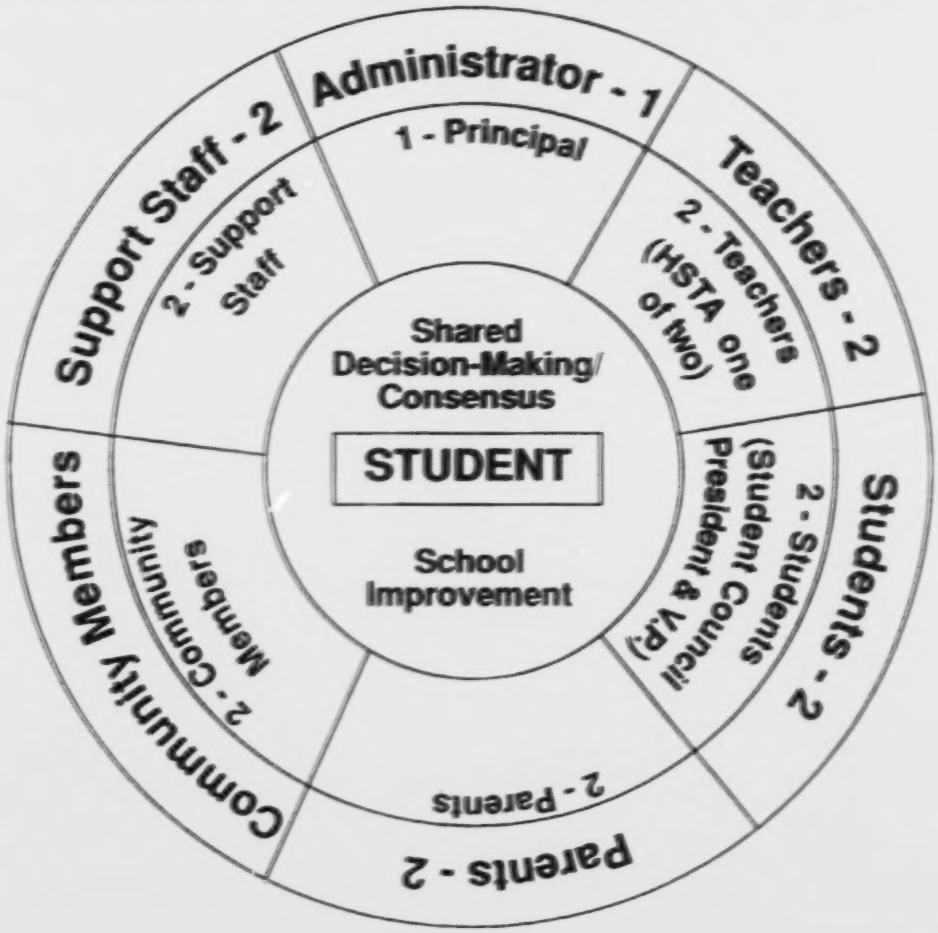
3. **SUPPORT STAFF:** The support staff or classified/ non-certificated staff will have a voice also and should be adequately represented.

4. **PARENTS:** Parents are fully involved in the shared decision-making process. They are not considered as advisory or supportive as they are in most parent organizations, but full-fledged participants in the shared decision-making process.

5. **STUDENTS:** Students will actively participate in their school's shared decision-making process. They represent the entire student body as one of the six role groups on the council.

6. **COMMUNITY MEMBERS:** All residents, organizations and businesses in the broader community now have a direct voice at their local school. They may now be involved in shared decision-making and the implementation of the school programs and operations.

## KILOHANA `OHANA ROLE GROUP MODEL



# Organization of S/C-BM

The first order of business is to determine where the school is with S/C-BM through an assessment on "WHERE ARE WE WITH S/C-BM?"

- Ask individual participants where they personally are with S/C-BM;
- Then ask key leadership personnel from all role groups where they think the school community as a whole is with S/C-BM;
- From the individual and school-wide responses, set a range of understandings.

There is a wide range of understanding and readiness to embrace the system. Some of the key variables which determine readiness are:

1. The amount of knowledge people have gained and the amount of exposure they have had. S/C-BM has been around for two years and has had a great deal of exposure in the media. The networking of school personnel is incredible. Much information, whether correct or incorrect, travels very fast.
2. The extent and level of the school community's knowledge and current utilization of many of the concepts and procedures and practices of S/C-BM before formally adopting the system.
3. The relationship between the administration and teachers, students, parents and the community. The better the relationship and the more trust there existed among the six role groups, the easier it is to organize for S/C-BM.

4. The longevity of the principal on the job and how the school community, particularly the teachers, viewed the future longevity of the principal. Commitment to any change for the future seems to come more readily when people in the school community feel that the principal is committed to the school and will be there to implement and sustain the change over the long haul.

5. A general openness and feeling of trust among all six role groups.

# Organization of the S/C-BM Council

There are several components to the organization of the S/C-BM Council:

1. **THE ROLE GROUP REPRESENTATION MODEL** has taken the form of a pie chart, with all segments of the pie being equal, the students as the focal point, shared decision-making as the modus operandi, and school improvement as the goal of the council. The pie chart can be spun so that there is no particular role group at the top of the chart.

   Ingredients of the pie will vary from school to school, based on the characteristics, leadership, involvement, biases, philosophy, etc. of each school.

2. **BY-LAWS OR OPERATIONAL GUIDELINES** need to be developed by the council to conduct its business. Since the consensus mode of decision-making will be used, complicated by-laws with Roberts Rules of Order and the like are not used.

3. **DECISION-MAKING MODEL** - At this point, present the group with four to six decision-making models and to have the council design its own model which would best fit the needs of the school.

4. **CONSENSUS BUILDING** - One of the premises upon which the S/C-BM concept was established is that consensus would be the mode by which decisions would be made. A training session is conducted to train all council personnel on consensus building.

5. **ASSESSMENT AND DECISION-MAKING PROCESS** - To tie in the various perspectives of decision-making, i.e., who is involved with decision-making, what steps or sequence should be followed in the process and what mode should be used, the ASSESSMENT AND DECISION-MAKING MODEL is presented. Other members of the various role groups can also receive training in the application of the model.

   This model shows the relationships among:

   - Who is involved in making decisions at each concentric circle of the **EXPANDING/CONTRACTING DECISION-MAKING MODEL;**
   - The steps in the **SEQUENTIAL DECISION-MAKING MODEL;** and
   - The incorporation of **CONSENSUS BUILDING.**

   All three dimensions must be used for effective decision-making.

# Hanalei Elementary School
# Assessment & Decision-Making Process

| WHO | WHAT | HOW |
|---|---|---|
| **ORGANIZATIONAL** (PLAYERS) | **SEQUENTIAL** (PLAYS) | **METHODOLOGICAL** (STRATEGY) |
| **EXPANDING/ CONTRACTING MODEL** (Adapted from C. Town Model)<br>**CIRCLE A:** ADMINISTRATION<br>**CIRCLE B:** ADMINISTRATION & STAFF<br>**CIRCLE C:** S/C-BM COUNCIL (Six Role Groups)<br>**CIRCLE D:** TOTAL SCHOOL COMMUNITY | **SEQUENTIAL DECISION-MAKING MODEL**<br>1. Identify Problems, Issues or Concerns<br>2. Gather Relevant Facts<br>3. Set Goals/Parameters<br>4. Develop Feasible/Reasonable Alternatives<br>5. Analyze Alternatives & Possible Outcomes<br>6. Select Most Appropriate Alternative(s)<br>7. Develop Plan to Implement<br>8. Implement Plan<br>9. Evaluate<br>10. Revise as Necessary | **CONSENSUS BUILDING**<br>**WHAT** is Consensus?<br>**WHEN** do we use Consensus?<br>**WHY** do we use Consensus?<br>• Guidelines for Effective Consensus<br>• Process for Consensus:<br>— Consensus Building<br>— Pragmatic Consensus<br>— Action w/o Consensus |

# Proposal to Implement

Upon completion of the council organization and its implementation, the council must prepare a **PROPOSAL FOR IMPLEMENTATION** of S/C-BM to be officially declared an S/C-BM school and receive recognition and the benefits therefrom. A complete proposal must have the following components:

1. **DESCRIPTION OF THE SCHOOL** - A brief history of the school and a school profile.

2. **MISSION STATEMENT OF THE SCHOOL** - The school's mission statement. Included also may be a vision statement, philosophy, goals and objectives, school standards and program emphases.

3. **SCHOOL IMPROVEMENT PLAN**

4. **SEQUENCE OF EVENTS FOR DEVELOPING S/C-BM** -A brief explanation of the sequence of events the school went through from day-one of S/C-BM to the point of submitting the proposal.

5. **IMPLEMENTATION PROBLEMS AND SOLUTIONS** - An explanation of any problems anticipated in the implementation of S/C-BM and proposed solutions to avoid or eliminate the anticipated problems.

6. **ACTION PLAN** - Action plans for the implementation of three to five areas of emphases chosen by the school.

7. **REQUESTS FOR WAIVERS AND EXCEPTIONS**

8. **STAFF DEVELOPMENT AND TRAINING FOR S/C-BM** - Utilization of grant money to train the council, staff and community members to fully implement S/C-BM.

**9.** **EXPENDITURE PLAN** - An expenditure plan showing how the grant for $11,000 will be spent.

**10.** **ORGANIZATION OF S/C-BM COUNCIL** - Presentation of the Role Group Representation Model, Decision-Making Model and By-Laws or Operational Guidelines.

It is fascinating and rewarding to be involved at the grass roots level of the restructuring of education in Hawaii. The fascinating part is in working with a wide range of leadership styles and competence of principals, the group dynamics in the interaction among the six role groups, particularly the involvement of the teachers and parents, and observing the revelations being experienced by all role group members.

The rewarding part is to observe S/C-BM in action where people begin to better trust each other, become more collaborative, understand and participate in consensus building, enthusiasm and almost gratitude being shown for the opportunity to participate, and clear and obvious movement toward establishing a better school for the students. Participants begin to feel much better about their school and about their particular part of contributing toward meeting the vision and mission of the school.

Once the S/C-BM Council is organized and operational, other tasks follow — e.g. monitoring and providing retraining or training, depending upon the amount of turnover on the council.

Hanalei Elementary School
School/Community-Based Management

# PROPOSED TABLE OF CONTENTS "PROPOSAL TO IMPLEMENT"

**TITLE**

*DESCRIPTION OF THE SCHOOL:
1. History of the School
2. School Profile

*MISSION STATEMENT OF THE SCHOOL:
1. Philosophy, Goals and Objectives
2. School Standards
3. Program Emphases

*HANALEI ELEMENTARY SCHOOL'S
**SCHOOL IMPROVEMENT PLAN**
Update and ensure that it is current for S/C-BM implementation.

*SEQUENCE OF EVENTS FOR DEVELOPING S/C-BM
Write brief explanation of sequence of events which occurred from day-one of S/C-BM to the point of submitting the Proposal to Implement.

†IMPLEMENTATION PROBLEMS AND SOLUTIONS
Explain any problems you anticipate in the implementation of S/C-BM and your proposed solutions to deal with them.

†ACTION PLANS: (Select three to five areas to implement)
Select three to five areas you would like to emphasize over the next three years and develop brief Action Plans for each.

**TITLE**

†REQUESTS FOR WAIVERS AND EXCEPTIONS

†STAFF DEVELOPMENT AND TRAINING FOR S/C-BM

Establish a Staff Development and Training Plan to train all people in your school community who will be participating in S/C-BM.

†EXPENDITURE PLAN FOR **PROPOSAL TO IMPLEMENT** GRANT

Prepare a Quarterly Expenditure Plan (Format provided in S/C-BM Policy Document) to designate how the $9,000 grant will be expended.

*ORGANIZATION OF HANALEI'S **S/C-BM COUNCIL:**

1. **ROLE GROUP REPRESENTATION MODEL**
2. **OPERATIONAL GUIDELINES** FOR S/C-BM COUNCIL
3. DECISION-MAKING MODELS FOR S/C-BM COUNCIL:
   a. **Expanding/Contracting Decision-Making Model**
   b. **Sequential Decision-Making Model**
   c. Consensus Building Process/Guidelines

**LEGEND:** *Items which are already in existence. These items need to be reviewed, updated and put in final form as necessary.

†Items which need to be developed and written in final form to be incorporated in the **PROPOSAL TO IMPLEMENT.**

# A Final Statement

In many processes, changes will start at the top of an organization and filter down to the implementation level through the hierarchy. In this instance, the Hawaii State Legislature enabled the school level to begin effecting changes, even before the project staff for the restructuring of the traditional state and district levels was put together, and even before the task force for reviewing the overall governance of public education was launched by the Governor.

This might well be why there was such reluctance initially by schools to declare their intent to participate, because they weren't being told how to restructure by their traditional superior, the district office. Schools received some technical assistance primarily from the state level staff and were pretty much left to fend for themselves to establish S/C-BM.

Although not designed or calculated to follow this sequence of restructuring, it might well turn out to be the best design, if the state-wide restructuring effort and the review of governance of education are accomplished keeping in mind what is occurring at the school level with S/C-BM and if all efforts above the school level are designed in support of schools.

As successful models of S/C-BM begin to emerge and the values of this system become known, there should be an acceleration in the number of schools submitting Letters of Intent followed more closely by their Proposals to Implement.

Rapid changes in organizations are painful and traumatic experiences. Our human nature is to cling to that which we are comfortable and familiar. Paradigm shifts which shatter similar patterns and behaviors and replace them with new and hopefully improved ones are the only way we will advance in our continuous quest for excellence in education.

A break from old practices and risking our own personal comfort and reputation has potentially damaging effects, but unless such bold moves are made we are doomed to the status quo.

A new breed of school principals must be nurtured. Principals who are willing to take risks, unafraid to make major paradigm shifts, who seek responsibility and opportunities to solve problems and who will ultimately be accountable for their actions must be the wave of the future.

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